

# MANAGERS FOR LOCAL GOVERNMENT



#3: Organization and  
The Management Focus



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Ministry of Treasury,  
Economics and  
Intergovernmental  
Affairs



MANAGERS  
FOR  
LOCAL  
GOVERNMENT

A Study

THE DISCUSSION PAPERS

III. ORGANIZATION AND  
THE MANAGEMENT FOCUS

Advisory Services Branch  
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In January of 1976 this Branch launched a study titled Managers for Local Government, the objective of which is to predict the qualitative and quantitative requirements for local-government managers over the next ten years, and to recommend methods by which needs can be met.

A questionnaire was sent to all municipal clerks, treasurers, chief administrative officers and personnel officers. The responses were compiled and analysed in a report titled "The Data Base", released in June of this year. A similar questionnaire to council members has been analysed, and comparisons have been drawn with the analysis of the questionnaires to appointed officials. The questionnaires were backed by interviews in nearly 100 municipalities.

Using primarily those sources of data and opinions, this paper has been produced as the third in a series of papers to be issued in the next few months. The topics of the papers are:

- Manpower Planning (in circulation),
- Career Planning (in circulation),
- Organization and the Management Focus,
- Recruitment,
- Education and Training,
- A Summary of Issues for Action.

These papers will be discussed with municipal associations, professional groups, individual municipal staff members and councillors, educators and opinion leaders.

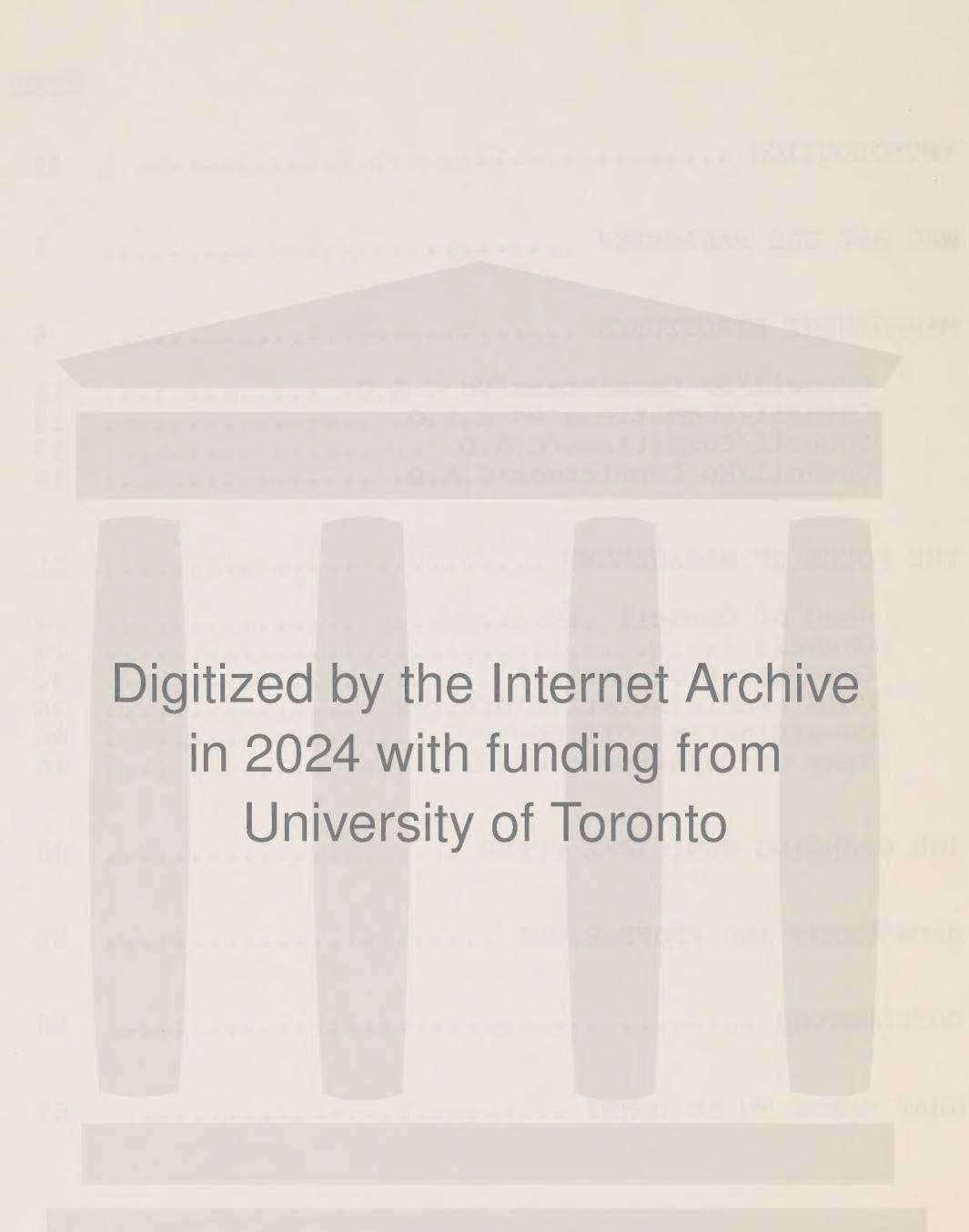
A second series of papers, with more definitive recommendations will follow. Discussions resulting from these papers will lead to the final report, which is planned for the summer of 1977.

E.A. Gomme  
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(i)

## INTRODUCTION

Management may be viewed as a horizontal band crossing all functional sectors of organizations.

In municipal government management is not just the heads of departments and the supervisors of functions, but the interaction of those administrators which sets and achieves goals for the organization as a whole.

Management is that part of any hierarchy where ideas are translated into definitive actions. It is that level of the organizational structure which:

- plans--things to be done and methods for doing them;
- organizes--establishes a structure of authority for arranging, defining, and co-ordinating the work subdivisions;
- staffs--ensures that sufficient numbers of people with appropriate skills are always available for the work that needs to be done;
- directs--makes decisions and embodies them in specific and general orders and instructions;
- reports--keeps those to whom the management is responsible informed, and keeps itself and its subordinates informed through records, research, and inspection;
- budgets--forms the fiscal plans, accounting and financial controls.<sup>1</sup>

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<sup>1</sup>These elements of management are drawn from the writings of both Henri Fayol and Luther Gulick, and are noted in Hodgetts, J.E., and D.D. Corbett, Canadian Public Administration, The MacMillan Company of Canada Ltd., Toronto, 1968, p. 49.



This paper looks at municipal-government organization and at management as it functions within the organization.

There are 835 municipalities in Ontario; few, if any, have exactly the same organization. For the purpose of this paper four basic types of organization structure have been identified:

- council/no committees/no C.A.O.;
- council/committees/no C.A.O.;
- council/committees/C.A.O.;
- council/no, or few, committees/no C.A.O.

An individual municipality may not exactly fit the description of any of these four types. It is also recognized that no organization is static because organizations respond to a number of influences and pressures, not the least of which is the element of human resources.

Regardless of the type of structure of an organization, an examination of the management process is not meaningful without recognizing where, in the structure, management decisions are made.

The second part of the paper, then, is devoted to an examination of the focus of management--that is, the point within the organization at which the previously described management functions are performed. The focusses identified are:

- head of council;
- council;
- committee of council;
- chief administrative officer;
- co-ordinating officer;
- management team.



Again it is recognized that there will be few, if any, examples of these focusses in a "pure" state. The point at which management is focussed is governed as much by the people in the organization as it is by the structure of the organization itself.

For the purpose of a clearer discussion, this paper accepts these definitions:

Chief Administrative Officer

- a single member of management with direct responsibility over all department heads, and with direct control over the municipality's resources and processes.

Co-ordinating Officer

- a single member of management who is responsible for co-ordinating all, or some, management activities, but who does not have direct authority over all municipal departments. This officer may also be a head of a single department as well as the co-ordinating officer.

Team of Managers

- a group of senior management staff, usually department heads, charged with co-ordinating the cross-departmental activities of the municipality, but with no direct responsibility over the departments except the department for which each is already the head.

The six points at which management can be focussed have been included in this paper in roughly the order they appear in local government according to the population of the municipality. It must be understood that this order does not suggest a natural progression from one type of management focus or organization structure to another.



*Statistics gathered in this study are used in these discussion papers as indicators of attitudes rather than as strictly accurate numerical forecasts.*

*No attempt is made in this paper to identify one particular structure or management focus as being more suitable than any other for municipal government as a whole or for any individual municipality. The paper is not prescriptive but, rather, an examination of the style, tenor, and dynamics of management in local government in Ontario.*

*Personal comments on this paper or sections of the paper are invited from people involved in local government.*

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### WHO ARE THE MANAGERS?

For the purpose of this study, a manager is defined as one who is involved in:

- allocation and control of staff resources;
- formulation of policy recommendations to council; and
- administration of policies or programs.

In doing this work, managers must perform the traditional functions of management as noted in the introduction--planning, organizing, staffing, co-ordinating, reporting, budgeting.

At the beginning of this study it was assumed that those involved in managing municipal organizations were the chief administrative officers, department heads, and, in some cases, second-line managers. It has become abundantly clear, however, that there is another group involved in municipal management--the council members. There are indications that in some municipalities nearly all of the traditional management functions are performed by council and council members.

In an effort to determine the attitudes toward management and the way in which municipalities are managed, the following question was included in the questionnaire to councillors: (raw responses and percentages based on 526 questionnaires are shown as analysis of the question).



<p>31. Do you feel the coordination of your municipality's administration would best be carried out by:</p> <p>a) the head of council?  b) council?  c) Committees of council?  d) a Chief Administrative Officer?  e) a coordinating officer (e.g., Clerk Coordinator)?  f) a team of department heads?  g) Other.  No response.</p>	<p>% of <u>526</u></p> <table> <tbody> <tr><td>a)</td><td>82</td><td>16%</td></tr> <tr><td>b)</td><td>162</td><td>31%</td></tr> <tr><td>c)</td><td>76</td><td>14%</td></tr> <tr><td>d)</td><td>144</td><td>27%</td></tr> <tr><td>e)</td><td>76</td><td>27%</td></tr> <tr><td>f)</td><td>31</td><td>6%</td></tr> <tr><td>g)</td><td>8</td><td>2%</td></tr> <tr><td></td><td>9</td><td>2%</td></tr> </tbody> </table> <p><b>TOTAL <u>588</u></b></p>	a)	82	16%	b)	162	31%	c)	76	14%	d)	144	27%	e)	76	27%	f)	31	6%	g)	8	2%		9	2%
a)	82	16%																							
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N.B. Percentages total more than 100 because some councillors indicated more than one answer.

Nearly 70% of the responses came from towns, townships and villages, with the remaining 30% coming from separated cities, boroughs, area municipalities within two-tier governments, and upper-tier governments.

When this question was analyzed according to size and type of municipality, it became evident there were major differences of opinion between council members from small and large municipalities.

The following chart shows how council members from each type of municipality responded to the question. It shows clearly that in the larger and reorganized municipalities there is a heavy weighting in favour of a chief administrative officer, while in the smaller municipalities the emphasis is on council or the head of council as the co-ordinating authority.



WHO SHOULD  
CO-ORDINATE  
MUNICIPAL  
MANAGEMENT?

	Reorganized Upper-Tier Municipalities	Area Municipalities Within Reorganized Upper-Tier Municipalities	Counties	Municipalities Represented on County Councils	Cities not part of a Reorganized Upper-Tier Municipality	Municipalities not part of an Upper-Tier Gov't. (Except cities)
Total No. of Responses	21	97	16	295	33	117
Head of Council	9.5%	9.3%	12.5%	14.2%	9.1%	20.5%
Council	14.3%	5.2%	43.8%	36.9%	6.1%	30.8%
Committees of Council	9.5%	14.4%	6.3%	15.3%	-	12%
Chief Administrative Officer	52.4%	42.3%	12.5%	16.6%	60.6%	17.9%
Co-ordinating Officer	4.8%	13.4%	-	13.9%	3%	13.7%
Team of Department Heads	9.5%	13.4%	-	2.4%	18.2%	2.6%
Other	-	2.1%	-	0.7%	3.0%	2.6%



When the question was analyzed according to population of municipality, the results were basically the same as shown on the preceding chart--large municipalities favoured C.A.O. and small municipalities favoured council as the co-ordinating authority. There were no appreciable differences from the raw percentage responses when the question was analyzed according to the age, length of council service, and employment of the individual respondent.

As a corollary to the question of how the management should best be co-ordinated, the councillors were asked the following question:

35. To whom do you go with requests for municipal information most often?  a) Head of council (or special assistant). b) Council. c) Committee(s) of council. d) Chief administrative officer. e) Clerk. f) Department head(s).	% of <u>526</u>		
	a)	65	12%
	b)	37	7%
	c)	11	2%
	d)	89	17%
	e)	344	65%
	f)	<u>116</u>	22%
TOTAL <u>662</u>			
N.B. Figures total more than 100 per cent because many councillors indicated more than one response.			



An analysis of this question based on type of municipality shows:

- over 60% of those who said they would consult the head of council came from small municipalities in southern Ontario;
- in the largest municipalities, department heads, other than the clerk, were consulted more than any other category, with the C.A.O. being the second most consulted;
- only about 3% of the respondents from large municipalities go to the clerk with questions, while over 60% of the respondents from small southern municipalities do.

These questions, examined in tandem, show a disparate approach to management co-ordination between large and small municipalities. The differences are glaring. It must be assumed that these differences are the result of inherent and contrasting factors in large and small municipalities. One obvious difference is the volume and sophistication of the work to be performed in the municipality. This major difference translates into the adoption of varying organizational structures, with responsibilities and authority vested at varying points within those structures.

This paper will, therefore, examine management structures that exist in municipalities; note the salient features of each; examine how and why these structures have evolved; and predict the future of these structures as to their capabilities in meeting the changing needs of municipalities.



## MANAGEMENT STRUCTURES

It can be useful, in evaluating the structure of management in Ontario's municipal governments, to attempt to draw parallels with private enterprise. The head of council may be equated to the chairman of the board of directors; the council itself may be seen as the board of directors; a city manager can be equated to a company president or general manager; a municipal clerk to a company secretary; a finance commissioner to the comptroller or vice-president of finance, and so on. The equation will further note that the board of directors is elected by shareholders, as the council is elected by ratepayers; that all officers from C.A.O. down are appointed by council, as all officers from president down are appointed by the board of directors.

While these parallels are useful in discerning and examining relationships, the equation cannot be carried through completely. The comparison between the private sector and local government becomes invalid. The primary difficulty is that the roles of the policy-making bodies and administrative authorities are not clearly defined in the public sector as they are in the private sector.

There is a maxim, simply stated, that the major function of a municipal council is to establish policy and the major role of the administration is to devise the most effective and efficient methods by which that



policy can be implemented. It is difficult to draw a line between these two functions. The administration must be involved in monitoring policy, through its implementation, to ensure that practices and procedures continue to be appropriate to the needs of the policies for which they were adopted. Council members, as the direct representatives of the "shareholders" of a municipality, must be aware of implementation methods and practices, and monitor their continuing effectiveness.

The question of how a line could be drawn between policy making and policy administration was put before this study at the outset. It was recognized that if such a line could be drawn, it might be different for nearly every municipality and, even, for different situations within a single municipality. The matter is complex.

The study has been unable to develop hard data in this area. Responses to sections of questionnaires designed to elicit data proved only that each municipality operates differently.

Much objective information has been gathered, however, and this can be summed up in the following paragraphs:

- The traditional roles of policy making and policy administration have, to a large extent, been reversed. Councils will make decisions on specific matters; administration will accept these decisions as precedent and attempt to judge future situations on the basis of those decisions; but councils tend to judge each situation independently.



- This trend was noted by some council members who went on to say that no two problems are exactly the same and must be judged on their individual merits. Appointed officials also noted the trend and suggested that pressure groups or "squeaky wheels" were the real reasons that functional, overall policy could not be developed and maintained.
- One council member suggested that the role of council is rather like the role of a judge, while the role of administration is similar to that of the statutes. He hypothesized that administrators must have strict "guidelines" on which to base their decisions. They examine each situation against the model that has been devised and recommend on the basis of total community good. Council members, on the other hand, tend to consider a model as something to which exceptions will be made; cases are judged more on their immediate impact than on their long-range impact.

Two disparate threads were drawn from volunteered responses<sup>1</sup> found in returns of both the questionnaires to managers and the questionnaires to council members. Some council members complained of staff being in control, while others complained of staff not taking enough initiative and turning too much detail over to council for consideration. Managers complained about insufficient policy direction from council, and of council being too involved in policy administration. These complaints came from all types and sizes of municipalities and were rarely accompanied by suggested solutions.

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<sup>1</sup>As part of each questionnaire, respondents were asked to identify any problems or issues they felt were not dealt with in the questionnaire. Approximately 20% of the respondents, both managers and council members, made statements, ranging from a few words to two pages.



In many cases where a council member had registered a complaint against management on his questionnaire, a member of the management group from the same municipality would have complained about council. The questionnaires were mailed six months apart.

This issue, a "fact of municipal life", seems to arise when neither council members nor managers are aware of exactly what respective responsibilities they hold and, therefore, where they may be infringing on the responsibilities which other parties feel belong to them.



## THE STRUCTURES

If the question of policy making/policy implementation needs to be examined, it needs to be examined from a variety of viewpoints. It has already been pointed out that a number of municipal structures exist. The point at which policy making and policy implementing meet--that is, where co-ordination takes place--is different in each of these structures.

The structures this paper isolates are:

- 1) Council/no committees/department head(s)
- 2) Council/committees/department head(s)
- 3) Council/no or few committees/C.A.O.
- 4) Council/committees/C.A.O.

It is recognized that there are many variations on these themes, but it appears all fit well into these categories. As an example, a board of control (or executive committee) would fall into the second or fourth category; a management team would fall under either the first or second category.

Information included in the following examinations of these systems is based on discussions with council members, managers, and a variety of people involved with local government. To a large extent the findings reported by Paul Hickey<sup>1</sup> in 1972 were used as a basis for the paper.

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<sup>1</sup>Hickey, Paul, Decision-Making Processes in Ontario's Local Government, Queen's Printer for Ontario, Toronto, 1972, pp. 101-180.



## I. COUNCIL-NO COMMITTEES-NO C.A.O.

(Small Municipalities)

In 1969, Hickey reported that 401 of the 921 municipalities (44%) used this system of management. He also noted that the vast majority of municipalities in this category had a population of less than 5,000 and, in fact, most had a population of less than 2,000.

Hickey said these municipalities were, to a large extent, collectors of funds for functions provided by counties, boards of education, and other boards or agencies; little in the way of service was provided directly by the local council.

Today there seems to be little change. About 340 of the existing 835 municipalities (40%) use this system. Nearly all are small (under 5,000 population) and non-urban.

In nearly all of these cases there is only one person who could be classed in the category of "manager", usually a clerk-treasurer (or secretary-treasurer in an Improvement District). There may be one or two office staff, often part-time. The role played by the administration is the carrying out of the day-to-day functions. All decisions, and indeed all functions of management, are carried out by the council.

There appears to be no doubt this system will continue in use unless population increases or other factors bring



about an increase in work load and the subsequent delegation by council of more responsibility to the administration.

This structure is by far the oldest of all municipal-management structures in the Province. It relates directly to the requirements and spirit of the Baldwin Act of 1849. It is based on the concept that where minimal service needs to be supplied, minimal management needs to be provided. It fulfills the mandatory requirements of the existent Municipal Act.

There are between 300 and 400 administrative employees in this type of municipality across the Province. In the next 10 years about half of these will retire or resign. Most of the replacements will be "local sons". Management background or municipal experience will not normally be required because the tasks of these administrators simply do not call for it.

SUMMARY: There appears to be no doubt this structure will continue to be used in the type of municipality where it is presently found. It will be abandoned or altered only where population increases, heightened work loads, technological advances, or provincial devolution of more responsibilities to municipalities require councillors to turn over more responsibility to administration.



## II. COUNCIL-COMMITTEES-NO C.A.O.

(Small and Medium-Sized Municipalities)

Hickey noted that, in 1969, this was the most popular structure in local government, with 467 of the 921 municipalities (50%) using it. Today it is still widely used; it would appear that, of the 835 municipalities today, approximately 380 (46%) use the system. A comparison of those municipalities using this structure in 1969 against those using it today shows that, in the main, those who have abandoned this system have moved toward a C.A.O. system.

Hickey found that, except for the larger communities, these municipalities differ from those discussed in the previous section only in that they use the committee system.

Municipalities using this structure of management range in population from about 3,000 to 650,000, but the vast majority lies in the 3,000-50,000 range. As a rule, there will be a standing committee of council for each department or general area within the administration. There may also be a special committee (executive, policy, etc.) with overall cross-functional municipal responsibility. In the larger municipalities, there will be council committees for each service department, with another committee to monitor the staff departments.



Most decisions are made at the committee level.

Matters raised at council sessions will almost invariably be turned over to the appropriate committee or committees for consideration. Committee recommendations will rarely be overturned by the full council. Department heads maintain close contact with the chairman, or strong member, of their committees. At one extreme, this will result in the department head consulting on even minor administrative matters, while the other extreme would find the committee head being informed of decisions which he would have to sponsor to council.

The Board of Control is a specialized form of the committee system. Traditionally, each member of the Board will undertake the monitoring of one or more service departments within the municipal organization, and the management process equates to that of committee chairman and department head. The Board structure can be complicated by a committee system of council, resulting in a three-way decision-making process--controller, committee chairman, department head.

The executive-committee structure is a distillation of the Board of Control structure. Like the Board, it is intended as a corporate policy-recommending body and, like the Board, its members often undertake the monitoring of specific departments. A major difference between the executive committee and the Board of Control is the weight given to recommendations. Council can overturn



Board decisions only by a two-third's vote, while a simple majority can overturn decisions recommended by the executive committee.

It is noteworthy that The Municipal Act requires cities with a population of over 100,000 to adopt the Board of Control structure, unless two-thirds of the council members vote against this structure. In 1976, there were 16 cities (and boroughs) with a population of over 100,000, but only seven have Boards of Control.

The council/committees/no C.A.O. system appears to be a transitional structure. The establishment of committees appears as municipalities grow in population, volume of work, and sophistication of systems. The establishment of a C.A.O. system appears as municipalities find the need to co-ordinate various activities and functions.

Most of the municipalities that have adopted a C.A.O. system since 1969 had previously used the council/committees/no C.A.O. structure.

Of the 7,000 senior municipal managers identified by this study,<sup>1</sup> about half work in the council/committees/no C.A.O. structure. In the next ten years about half of these 3,500 managers will retire or resign. Replacements will have, for the most part, about five years of municipal experience, and management experience will increasingly be demanded.

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<sup>1</sup> See Manpower Planning, the first in this series of discussion papers.



SUMMARY: The council/committees/no C.A.O. structure will remain in existence in many areas, but municipalities will increasingly turn to the C.A.O. system. Within ten years, the number of municipalities in the council/committees/no C.A.O. category will have been reduced by about one-third. Increased work load, and a movement from stress on hard services to social services, will make apparent the need for more administrative co-ordination. The council/committees/no C.A.O. structure will remain appropriate in areas of slow growth, and areas with stable social conditions.



### III. COUNCIL-COMMITTEES-C.A.O.

(Medium-Sized and Large Municipalities)

In 1969, Hickey noted about 40 (4%) of the municipalities used this structure, compared to about 100 (12%) today.

In most cases, this system was the outgrowth of a council/committees/no C.A.O. structure. The C.A.O. was added as a focus at the administrative level. In many cases, this structure was adopted as the result of an examination of the management structure by consultants. It can also be said that in most cases there was already an "unofficial" C.A.O.--a person to whom the other department heads looked for guidance and to whom the council looked for co-ordination. The establishment of the C.A.O. structure, then, was little more than making legitimate the existing informal structure.

In this structure, council will establish administrative committees for each service department (or group of departments), and the department head will have a dual reporting responsibility--to the committee as well as to the C.A.O. The C.A.O., as a co-ordinating agent, can help avoid the problem of the "management partners" (council and administration) discussed previously in this report. The C.A.O. can, however, also become an unnecessary cog if he is circumvented by either the department head or the committee chairman, and if



councillors feel their prime responsibility is to their committee rather than the whole council. His authority must be recognized at all levels if his responsibilities are to be fulfilled.

The number of municipalities using this system will at least double in the next ten years, and perhaps as many as 140 municipalities will adopt this system.<sup>1</sup> In nearly all cases, these will be medium-sized and large municipalities. There are also suggestions that county government will move quickly into this type of structure.

SUMMARY: This structure of local-government management will become much more widely used. It will be implemented in municipalities where there is difficulty in achieving co-ordination of departmental activities, and in municipalities where the structure has already evolved, but needs to be formally established. Those municipalities which have already established this structure may move toward fewer committees of council and more toward the council/no or few committees/C.A.O. structure as their growth moderates and as policy solidifies.

<sup>1</sup> See Manpower Planning, the first in this series of discussion papers.



#### IV. COUNCIL-NO-OR FEW COMMITTEES-C.A.O.

(Medium-Sized and Large Municipalities)

In 1969, Hickey suggested there were about ten municipalities using this structure. The same figure appears to apply today. In all cases these municipalities are in the medium population range and more specifically fall in the 30,000-100,000 range.

With one or two exceptions, these municipalities had previously used a committee system, along with a C.A.O. Committees were gradually reduced in number until the only standing committee left was a policy committee of the whole, with special committees appointed from time to time. In some instances there is an "executive" committee, and occasionally two or three policy committees.

These municipalities are involved in fairly sophisticated programs, but generally have a homogenous population with the same type, level, and degree of both hard and soft services applied throughout the municipality. Often there is one major industry or type of industry. The administration is broken down into a series of departments with each department head reporting directly to the C.A.O.

This is the structure of management into which a municipality moves when the council and its committees have already established clear policies, and where a long-term administration, with its C.A.O., has the



confidence of council. It also appears necessary that the municipality be in a period of stable growth as opposed to dynamic growth.

It is interesting to note that responses to the questionnaire to councillors show that those most in favour of a C.A.O. system are those with over four years of council service. Most of those with two years or less council service did not opt for a C.A.O. system. The longer the experience in dealing with municipal administrators, or administration, the greater the desire for central co-ordination of that administration.

SUMMARY: Municipalities that have adopted the council/no or few committees/C.A.O. structure will continue to use it, unless dynamic growth occurs or there is a major change in council or the social demands of the community. In these situations, the municipalities may revert to a committee plus C.A.O. structure.



### THE FOCUS OF MANAGEMENT

In any management structure there will be a central point from which and to which activities are planned, organized, and directed.

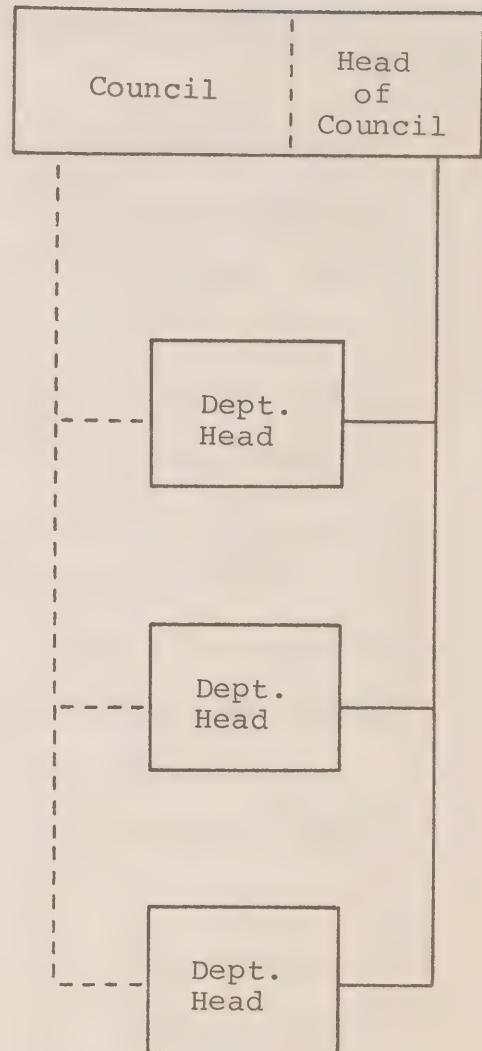
This management focus determines not only numbers and types of activities but perhaps more important the style and tenor of management.

This paper has, so far, addressed four types of municipal structure. This section of the paper will examine the various points within the structures where the management focus can exist.



## I. CO-ORDINATION BY HEAD OF COUNCIL

In many municipalities the head of council (mayor, reeve, warden, chairman) is the only person elected at large. The head of council is charged with presiding at meetings of the council, reporting and recommending to council, taking an active role in the execution of law, and overseeing the conduct of subordinate officers. The head of council is also usually an ex-officio member of all municipal boards, commissions, and committees, and in most cases (towns being the major exceptions) sits on the upper-tier government, if one exists.





With these duties of leadership, it is natural that the head of council would assume the task of co-ordinating the management of a municipality if no other form of co-ordination has been established. It is even more natural if the head of council holds a strong position with the electorate and with council members--that is, if the head is recognized as a natural leader through long service or through superior ability.

The head of council is also designated as the chief executive officer by The Municipal Act. This is seen by some as encouraging the head of council to assume administrative responsibilities.

Many people have suggested, during interviews and discussions which form part of this study, that when the head of council co-ordinates the management, it is not because of the position as head, but because of the attributes and abilities of the individual. Some examples were cited where management co-ordination had been vested in a long-term strong reeve, but this was not carried through to the successor, who was not a long-term strong member of council.

It would appear, generally, that the focus of management will remain with the head of council only as long as that individual is able to maintain the solid respect of council members. Some examples were cited where the focus of management changed from the head when a new administrator (usually a clerk-treasurer) was appointed. There were



suggestions in these cases that the head of council had evolved as the leader because of quality of the former administrator.

This type of management co-ordination predominates in small municipalities, particularly those in Northern Ontario.<sup>1</sup> To a lesser extent it is found in small, usually rural, municipalities in Southern Ontario, and among county councils.

Council members are less in favour of management being focussed in the head of council than are the heads themselves. The questionnaire to members of council showed that while 14% of the 607 council members who responded favoured the head of council as the focus of management, 17% of the heads chose this method as compared to 12% of the other council members. Discussions with heads of council who favour this method show their main reasons to be: the municipality cannot afford to hire full-time staff members; somebody has to do it and the head of council is the only appropriate person; there has to be one central name or position to whom rate payers can come with their problems. Council members who opted for this method gave basically the same reasons. Elected officers, both heads and members, who opposed this method of co-ordination most often came from large municipalities and said that since councillors have a limited tenure of office, the only appropriate management focus was at the administrative level.

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<sup>1</sup>See chart on Page 3 of this paper.



SUMMARY: The co-ordination of a municipality's management will continue to be performed by the head of council in small communities where the head of council has the respect of other members of council and the time to carry out these responsibilities, and where the municipal workload does not require a staff member to be hired or designated as co-ordinator.



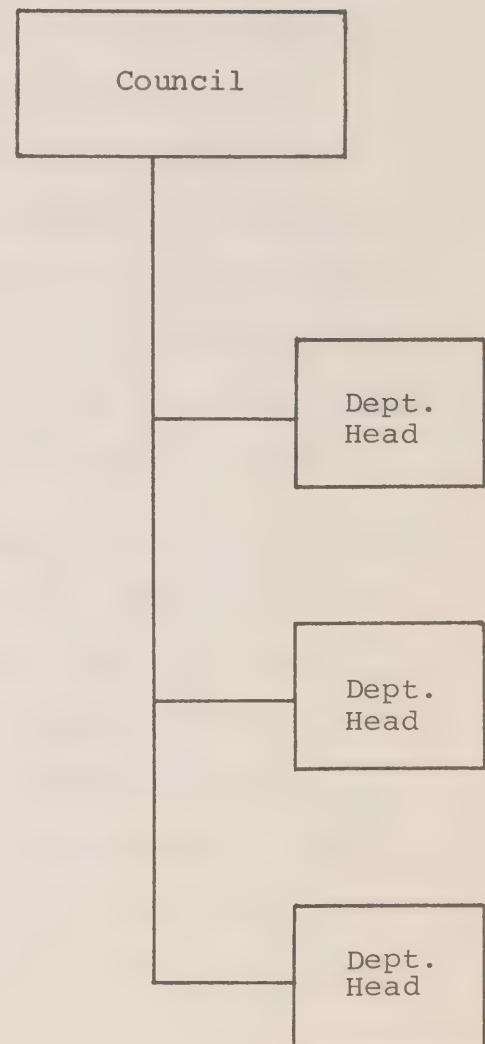
A CASE IN POINT

- Setting:* The Village of Home Town is located in an agricultural area. The population is composed mainly of people involved in business associated with agriculture, along with retired farmers.
- Problem:* The community is too small to warrant full-time municipal managers.
- Special Matters:* The Reeve of Home Town has been on council for over twenty years. He was a councillor for five years, and was elevated to deputy-reeve when the incumbent died. He has been reeve for the past twelve years. Most other members of council have served for at least six years.
- Solution:* The reeve assumed responsibility for the management of the municipality. Village business was conducted more from his place of business than from the municipal office. All requests came to him directly, and all decisions were made by him and later approved by council. The part-time clerk-treasurer cleared all matters with the reeve, including the ordering of office supplies.
- Ramifications:* There will be no change in the management of Home Town. When the existing reeve leaves office, another long-term council member will be elected, and will assume all the responsibilities. For a short period the clerk-treasurer may assist in decisions, if only to provide continuity in decision making.



## II. CO-ORDINATION BY COUNCIL

It is universally recognized that the municipal council in Ontario has both legislative and administrative responsibility. All decisions made for and in a municipality are in the name of council. Councils are required by statute not only to make decisions, but also to see to the carrying out of the decisions. Most textbooks refer to the Ontario municipal council as having both the functions of a parliament and a cabinet. Many practitioners suggest the council also holds the authority that would normally be given to a deputy minister in either a federal or a provincial government.





The original intent of municipal legislation in early Ontario seems to have been that all power would be vested in the council, and that all administration would be carried out by the council. This concept holds today, and is altered only where the administrative aspects of the work have increased to the point where the councillors can no longer deal with them adequately or knowledgeably.

When council is the agent that co-ordinates the administration of a municipality, there are usually no committees and all decisions are made based on consensus of the councillors. Interviews and discussions have shown that usually there is a predictable pattern of voting among the councillors on any issue--that is, the same councillors will vote in bloc the vast majority of times. It was also suggested that a leader will rise from the council on most issues, and help direct the discussions. This leadership role will usually focus on a different member of council for each type of issue, resulting in a modified form of "committee". Nearly all those interviewed reported no difficulties with council acting as co-ordinator of management unless the issues were not clear and unless a clear recommendation could not be made by one person as a basis for discussion and decision.

A fault found in this type of co-ordination by those who are involved in it is that each matter tends to be judged on its merits as they appear at the moment, and that



no long-term policy is ever really established. Complaints about lack of information from staff and lack of staff initiative were also higher among councillors in this category than in most others.

As can be seen on the chart on Page 3 of this report, support for council as the co-ordinator of management was highest among county council members and nearly insignificant in cities and re-organized lower-tier municipalities.

This type of management co-ordination is predominant only in municipalities with a population of under 10,000. Among those with a population of under 1,000, 47% of the council members felt this was the best system of management co-ordination. The percentage drops to 31% for municipalities with a population between 1,000 and 10,000, and becomes negligible when the population exceeds 10,000.

This type of management co-ordination will likely continue in those municipalities where it is practiced until the work load becomes too great. Generally, these municipalities have part-time staff, or very few full-time staff members. Functions given over to staff members are usually day-to-day matters.



SUMMARY : Co-ordination of a municipality's management by council is an interim measure, and will naturally be supplanted by a movement either to a strong member of council or a strong member of the administration. Council members reported some discomfort with this type of co-ordination and, in nearly all cases, the administration found this co-ordination to be quite uncomfortable.



A CASE IN POINT

*Setting:*

The community of Upper Crust was formerly the wealthy part of a larger urban area. Recently the big homes had begun to be divided into apartments or converted into rooming houses.

*Problem:*

As the style of the community changed, it became evident the style of the municipal government would have to change. The major problems had been hard services and enhancing the community's appearance. The emphasis was changing to social or people services.

*Special Matters:*

A new council, composed entirely of members of the "new" group, was elected on a platform of social change. The existing staff members, while competent in their departmental areas, had difficulty relating to the thrusts of the new council.

*Solution:*

Council decided that it would become the focus of management for the community, partly because of the platform on which it had been elected, and partly because there was no staff member who echoed the sentiments of council. Decisions were made in open council sessions, often with little consultation with department heads.

*Ramifications:*

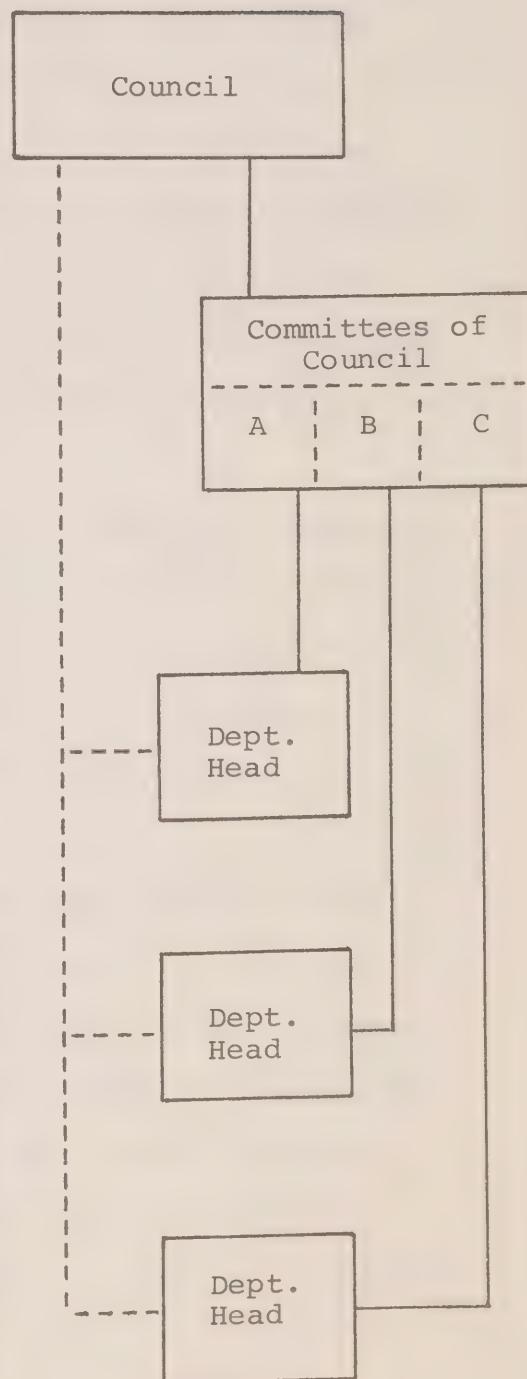
Open warfare between council and administration is the likely result. Impractical decisions will be made through lack of consultation. Even practical decisions may run into trouble at the administrative level if the administrator is opposed to or does not understand those decisions. Eventually, the staff will have to be changed, either in body or spirit, unless the council members find they cannot achieve their platform and do not seek or achieve re-election.



### III. CO-ORDINATION BY COMMITTEES OF COUNCIL

While the role of the head of council, council itself, and at least some of the administrative officers, is outlined in legislation, there is very little reference to committees of council in The Municipal Act.

The use of committees and their role vary widely, and generally depend on the size of council, the volume of business to be conducted, and local acceptance of the committee concept. It is widely accepted that in municipalities with a committee structure, the real policy making occurs at the committee level, and council as a whole functions as a body for receiving reports, and





approving committee recommendations. Of course, no action taken by a committee is valid until it has been approved by council.

As can be seen from the chart on Page 3 of this report, support for committees as the focus of management is non-existent in cities and ranges to a high of 15% in municipalities that are part of a county. It is interesting to note that support for either committees and heads of council as the focus of management is roughly equivalent. There are no major variances from the raw percentages shown on Page 3 when the question is analyzed as to population of municipality, or age, length of service and occupation of the respondent.

During the interviews with councillors and managers it was learned that co-ordination by committee is relatively new in municipalities where it exists. Many saw it as a step toward the eventual appointment of a co-ordinating officer. Most of those interviewed suggested the co-ordination had not been officially vested in the committees but that it had fallen to the committees because it was not being carried out at any other level. In most cases there was some type of "super" committee, often a finance committee composed of the chairmen of spending committees. Some managers reported an informal but regular meeting of department heads where activities could be discussed and co-ordinated. Some council members reported a similar meeting of committee chairmen.



Many people also noted the difference between policy committees and administrative committees. It was suggested that in small communities committees will assume administrative responsibilities. As the volume and sophistication of work increases, these committees turn more toward policy making, delegating more administrative responsibility to the managers. In very large communities, committees spend nearly all their time on policy matters.

Co-ordination by committees of council, as already noted, does not predominate in any type or size of municipality. It never exists in situations where there is a chief administrative officer, a co-ordinating officer, or a recognized "strong" head of council.

SUMMARY: Co-ordination of a municipality's management by a committee of council appears to be a stop-gap measure in the medium-sized municipalities where it exists, and a permanent measure in the very large municipalities where the committee members commit their full time to this job. In either situation, one of the committee members (usually the head of council) will rise to or be designated as the committee "chief". In the medium-sized municipalities a chief administrative officer will eventually be appointed in most cases.



A CASE IN POINT

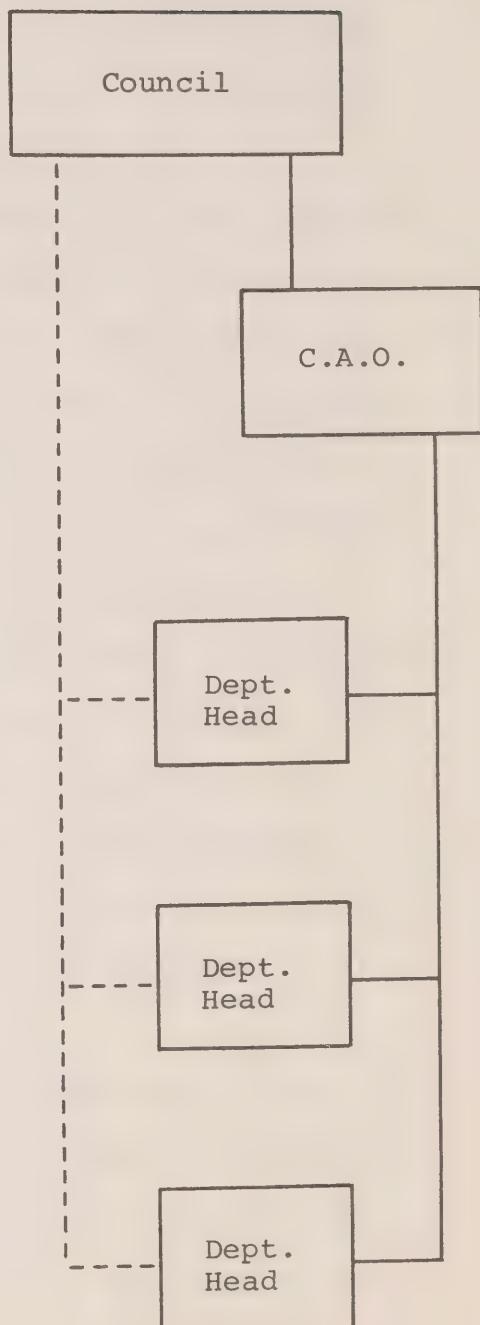
- Setting:* The City of West Twitch is an average Ontario community with average problems, average size, average growth, average taxes.
- Problem:* The average staff handles the average problems moderately well. Average growth in assessment offsets average expenditures to maintain an average tax rate. There is an average amount of business on the council agenda.
- Special Matters:* The mayor of West Twitch sees his role as basically ceremonial. He attends all functions within the municipality, leaving little time to carry out city-hall functions. Committees were established to oversee the activities of each department. There was no co-ordination of either the committees or the departments. The committees each set their own budgets for their own departments. One year these requests were too high.
- Solution:* The finance committee, which had basically overseen expenditures and added up committee requests into a municipal budget, was redesigned. Membership on the committee was composed of the chairmen of the committees of spending departments. The purpose of this committee turned from overseeing expenditures to co-ordinating financial demands, and eventually to co-ordinating the activities that caused the demands on the budget.
- Ramifications:* West Twitch has, in effect, created an executive committee. The committee will likely discover that in order to fully co-ordinate the activities of the municipality, it must deal with one person who can co-ordinate the activities of the departments. This person will likely be the city treasurer, the department head already responsible to and known to the committee. The treasurer will become the "named" co-ordinator. The finance committee will evolve more and more into an "advise and consent" role, with other committees becoming more administrative. These committees will lose "status" to the finance committee, and the other department heads will lose "status" to the treasurer.



#### IV. CO-ORDINATION BY A CHIEF ADMINISTRATIVE OFFICER

The position of chief administrative officer is relatively new to the Ontario municipal scene. In 1976, there were 113 people listed in the category of C.A.O. by the Municipal Directory; however, only about half this number are given all the duties normally associated with a C.A.O., with the other half falling into the category of co-ordinating officer, such as clerk-administrator.

Generally, a chief administrative officer has authority over all management functions and the department heads who administer the functions.





The C.A.O. position is recognized by all as the point at which all management is focussed.

There have been many municipal managers, during the course of this study, who have suggested that the title of C.A.O. could also apply to the clerk-treasurer or the senior department head (usually the clerk) in small municipalities and very small municipalities.

They argue that since this person is the only manager, or at least the recognized senior manager to whom council always goes for information or requests, this person is, in fact, the chief administrative officer. This argument is not borne out by responses from either the elected or appointed, as is shown in the chart which appears on Page 3 of this report. It is clear that in the small and very small municipalities, the focus of management is maintained at the level of council, not at the administrative level. This indicates that while the clerk-treasurer or senior department head may perform many of the co-ordinating functions of a chief administrative officer, in fact, the "management" of the municipality and its programs is conducted by council.

In both the questionnaires (to elected and to appointed) and interviews, a greater percentage of council members predicted a C.A.O. system would be established. Figures contained in the first in this series of discussion papers, Manpower Planning, show about 140 new C.A.O. positions will be established.



The title for this position was reported to have caused some controversy. Many councillors said they would never recommend a title such as "city manager" because this would appear to the electorate as if all control had been given over to the administration. Many management employees expressed fear that a C.A.O. system would relegate their status to a lower position in the hierarchy.

The chief administrative officer structure predominates in highly urban and quickly-urbanizing communities. It appears this structure will spread as more municipalities enter this stage of development. It is also noteworthy that all but two of the reorganized upper-tier municipalities have a C.A.O. The Municipal Directory shows 13 of the 26 counties have a C.A.O., but all hold another office such as clerk or treasurer, and their responsibilities fit more closely into the area of "co-ordinating officer", which is discussed next in this report.

SUMMARY: There is no doubt, as a result of responses to this study's questionnaires, that the C.A.O. system will be adopted more and more throughout municipal government, and will become the most common of the six methods of management co-ordination identified in this paper.



A CASE IN POINT

*Setting:*

The Township of Bedroom was feeling the effect of rapid growth pushing out from the adjacent urban area.

*Problem:*

The township's management was structured along the traditional lines of clerk, treasurer, and other department heads. Council was subdivided into a series of committees, each with roughly the same area of interest as one of the department heads.

*Special Matters:*

With each election, there were substantial changes in the make-up of council. Decision making took place at the committee level and, since the only element of continuity for the committees was the department heads, these officials became more and more powerful. With no formal co-ordination of these officials or of the committees, some major urban planning problems were cropping up. What co-ordination there was came from the engineer, through his control of the major municipal functions.

*Solution:*

Council decided to establish a major policy committee, and to focus the management through a chief administrative officer. The engineer was selected as a result of the degree of co-ordination he had already exhibited in controlling his large budget and staff. Since he was nearing retirement age, council chose a "comer" to be groomed for the position.

*Ramifications:*

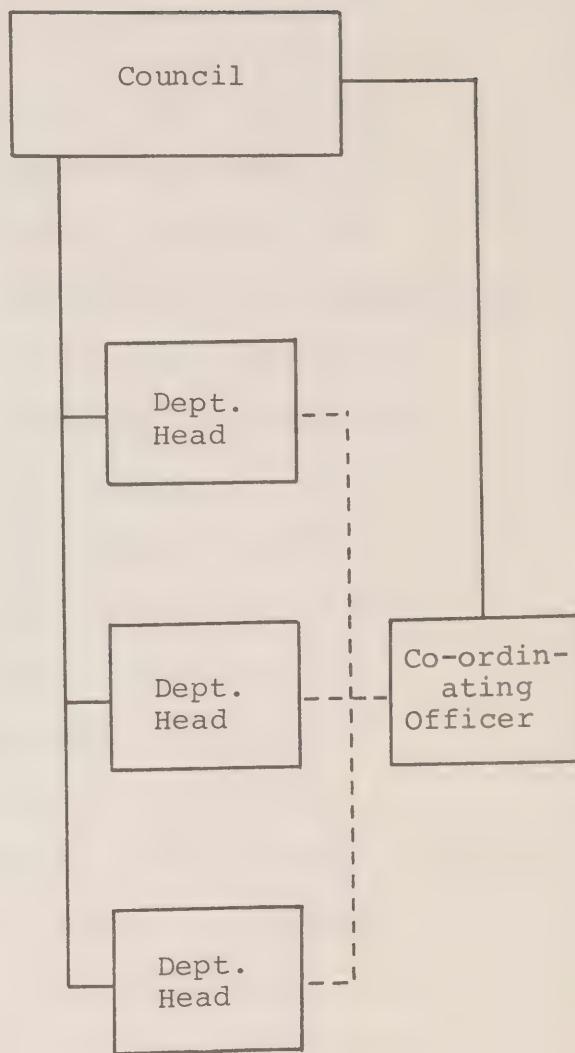
The position of chief administrative officer will be a continuing position within Bedroom. When the first C.A.O. left, the "comer" was appointed, and brought with him a new management style. Many of the department heads found their special problems, which had been paramount in the eyes of their former committees, were now considered to be part of Bedroom-wide problems, and were unable to make the adjustment. New department heads were found who more closely fitted the style of municipality-wide management rather than management-by-department.



## V. CO-ORDINATION BY A CO-ORDINATING OFFICER

The difference between a chief administrative officer and a co-ordinating officer is sometimes a fine line, but more often is rather substantial. The co-ordinating officer is usually also either the clerk or the treasurer of a municipality and has had the title of co-ordinator added to his regular departmental duties. The position of co-ordinator is often a stop-gap measure for municipalities that need a focus but do not yet recognize the need for a full-time position for that co-ordination.

While the C.A.O. is given full authority over department heads and the workings of all departments,





the co-ordinating officer does not have this authority. He is more of a facilitator than a C.A.O., unless his length of service or general demeanour has resulted in other department head recognizing him as the superior officer.

The title of co-ordinator is found most often in small or medium-sized municipalities and in county governments. Depending upon the future and growth of the municipality, a co-ordinator position will be established either as a temporary measure or as a first-step to the adoption of a C.A.O. structure. Temporary co-ordinators will be established for temporary situations. Municipalities that have recently undergone annexations or amalgamations will end up having two people who had been clerks, as an example. One of these, usually the one with the longest service, will be named clerk. The position of co-ordinator is often dropped when the incumbent retires or resigns. Another case is where council has honoured a long-service employee by adding the title of co-ordinator to his normal department head title. Again, the title will most often disappear when the incumbent leaves.

Difficulties seen in this type of management co-ordination include the fact that while the individual might be expected to carry out certain functions by the existing council, a subsequent council could have an



entirely different view. The system could also break down with changes among other department heads who had not grown up with the co-ordinator and who would not necessarily recognize his understood but unwritten authority. This type of co-ordination is vested in an individual, not in a position, and no successful pattern of transferring the co-ordination to another individual is apparent.

Perhaps the difficulty in designing, recognizing, and effectively implementing such a position lies in the mixed "staff" and "line" functions it embodies. Cross-functional co-ordination is a "staff" function in these positions, because of the lack of authority over other department heads. But the position also carries "line" responsibilities for one of the municipality's operating departments, such as a clerk or treasurer.

As can be seen from the chart on Page 3 of this report, support for this system was strongest among members of county councils and small municipalities. County councillors said the infrequency of council meetings (usually once a month) demand a continuing type of co-ordination while the small number of county staff does not warrant a fully-established chief administrative officer position. Reasons for the use of this position in small municipalities have already been discussed.



SUMMARY: The co-ordination of a municipality's management by a co-ordinating officer is a temporary measure, where it exists, and is either a step toward a C.A.O., or recognition of valued and long-term service. This type of co-ordination is a recognition of an individual as the focus of management, not the position held by the individual.



A CASE IN POINT - (A)

- Setting:* The industrial, urban municipality of Filly and the surrounding residential township of Buster were amalgamated.
- Problem:* The enlarged municipality was faced with duplication in statutory positions. There were two clerks (one a clerk-treasurer), two deputies, etc., and all municipal employees had been guaranteed a job at the same pay for at least one year after the amalgamation.
- Special Matters:* The two municipalities had roughly equal populations and tax bases. Council members, in an attempt to ease the transition for all parties, decided to appoint department head "A" from Filly and department head "B" from Buster. The appointments were to be based on seniority and ability. Where the department head came from Filly, the deputy would come from Buster.
- The clerk of Filly had served more years than the clerk of Buster, but was within three years of retirement.
- Solution:* The former clerk of Filly was named co-ordinator of the enlarged municipality. His position was recognized not so much as co-ordinating administrative functions as being a special assistant to the mayor. The clerk-treasurer of Buster was named clerk of the enlarged municipality. The Treasurer of Filly became the new treasurer. Filly's engineer was appointed engineer, since Buster did not have an engineer. Buster's road superintendent was given a new title, but continued with basically the same function. All other staff members were incorporated into the new municipality with basically the same responsibilities.
- Ramifications:* When Filly-Buster's co-ordinator retired, the clerk was appointed clerk-co-ordinator. The co-ordinator part of the job was no longer seen as being assistant to the mayor, but as fully-effective co-ordinator of all municipal departments and the work of those departments. The co-ordinator was not given the right to hire or fire staff, except in the clerk's department, of which he was still head; but was recognized by all other department heads, and by council, as the person in whom all aspects of municipal management were focussed.



A CASE IN POINT - (B)*Setting:*

The medium-sized industrial municipality of Hard Hat. Substantial growth had taken place in the 1940's and 1950's, coupled with the annexation of parts of surrounding townships.

*Problem:*

The clerk of Hard Hat was about to retire. The clerk was well-known and highly-respected throughout the community, and was recognized by all other department heads as the man who was in charge. The deputy clerk was new to Hard Hat, but had experience in several other municipalities. The treasurer and engineer both had worked for Hard Hat for over ten years. The new departments of planning and recreation were still seen as branches of the clerk's department, not as wholly separate departments.

*Special Matters:*

The council of Hard Hat was opposed to appointing anyone officially as the "manager" of the municipality. The word "manager" did not sit well with the public, they said. They also had not noticed the position of strength to which the clerk had risen, nor his capacity to co-ordinate departmental activities and act as a go-between with council.

*Solution:*

The three major department heads quietly squared off and the treasurer rose to assume the unofficial role of co-ordinator. He was supported by the engineer, who did not really want the job but did not want the "new boy" to get it either. The two newer departments were separated from the clerk's department, initially, and then informally tied to the treasurer's department in the end. The process took about two years and council members were not fully aware of the matter until everyone saw that questions at committee and council meetings were going more and more to the treasurer, and that the treasurer was being asked to make sure that things got done. The treasurer cemented his position when he assumed the function of personnel.

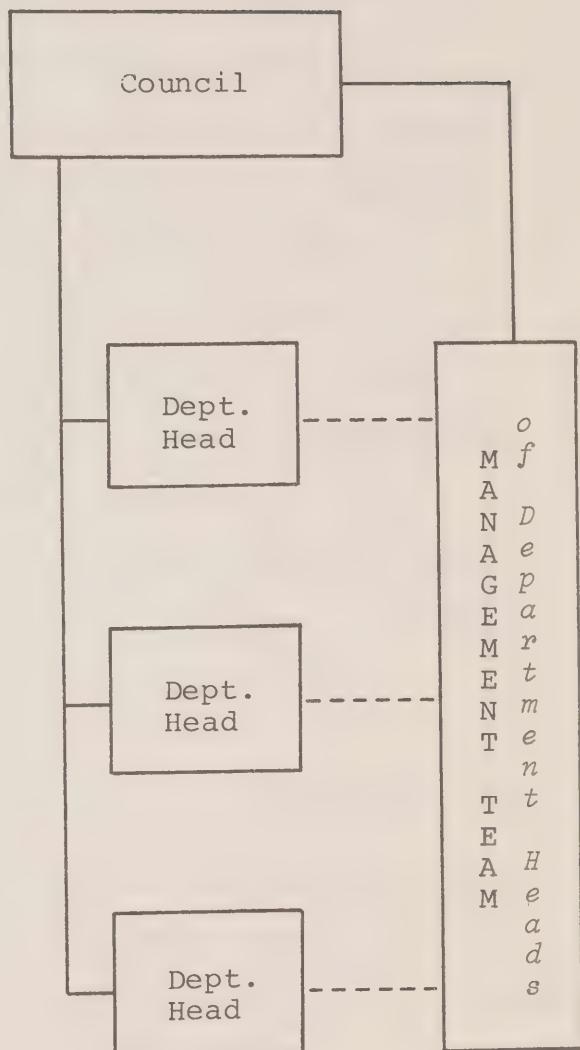
*Ramifications;*

When the treasurer retires or resigns, the municipality will go through another internal power struggle. This time there will be more departments, probably including a personnel department, but one which is tied closely to the treasury department. The "older" departments will move further apart and the power struggle will involve getting support from the "newer" departments. Reporting relationships will fluctuate with each power struggle, until an official co-ordinator is named.



## VI. CO-ORDINATION BY A TEAM OF DEPARTMENT HEADS

The concept of team management is relatively new to municipal government in Ontario. In true team management each member of the team is recognized as an equal. Chairmanship of the team will revolve among the members. Each member of the team will usually also be a head of a department, but will speak to wider-ranging issues as a member of the management team instead of only to those pertaining to his department.





Many municipalities incorporate other versions of team management in their management system, usually in conjunction with a C.A.O.<sup>1</sup>

As can be seen from the chart which appears on Page 3 of this report, support for the concept of team management, or some version of it, is concentrated in large urban municipalities, more specifically in cities which are not part of an upper-tier structure. Many council members indicated more than one response when asked where management would best be co-ordinated in their municipality. The vast majority of those with two responses selected a combination of C.A.O. and a team of department heads, and nearly all these came from large, urban municipalities.

Where it exists, this system of co-ordination is well supported by both managers and council members. In any form and with or without a C.A.O. structure, it ensures, at least, a communication among senior managers of a municipality.

Where there is not a C.A.O. and where a management team does not meet the co-ordinating needs of the municipality, the focus of that co-ordination will either remain or shift to the council level, or a C.A.O. position will be established to meet that need.

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<sup>1</sup>For a more thorough examination of team management, see An Approach to Team Management - Thunder Bay - A Monograph, Advisory Services Branch, Ministry of Treasury, Economics and Intergovernmental Affairs, Toronto, July, 1975.



SUMMARY: Co-ordination of a municipality's management by a team of department heads is usually a stop-gap measure, except when this structure is accompanied by a C.A.O. Team management requires a high degree of common action toward corporate goals. The department structure of most municipalities works against common action, and few, if any, municipalities are able to establish the required specific goals.



A CASE IN POINT

*Setting:*

The Town of Plenty Goodenuv had seen little growth or renewal for several decades. The population was static and satisfied. Change was basically undesirable.

*Problem:*

The clerk, treasurer and roads superintendent were all long-term employees and were equally respected by members of the council. All three held high standing in the community through their jobs and through family connections.

*Special Matters:*

Both the clerk and treasurer had been members of council prior to assuming their positions. Two council members were close relatives of the road superintendent. Nearly all decisions and problems were handled at the staff level, with the council session falling more into the category of a town meeting. Council business was conducted in about half an hour, but the session lasted all night as delegations were heard.

*Solution:*

The three department heads decided, on their own, to hold meetings together to iron out any problems. They had a common goal--to handle everything before it got to council--and were able to maintain the team leadership through that goal.

*Ramifications:*

There will be no difficulty with this arrangement until one of the team members leaves. The new person will probably not be included in the decision-making team. As a second team member leaves, the remaining person will automatically and naturally become an "unofficial" C.A.O.



## THE CHANGING MUNICIPAL SCENE

For several years, most people in the field have been saying a major change is taking place in the thrust and direction of local government. Attempts to specify what the new direction is, or the reason for it, culminate in the statement that local government is no longer simply a supplier of hard services, but a dynamic agent in the design of the social environment and economic well-being of the community.

These arguments are generally accompanied by pronouncements that the management structures of local governments are based on their former role of service suppliers, and that these structures must be altered to fit the new role.

In the Bain's Report, commissioned in England to examine and report on management principles and structures in the new local authorities, the following paragraphs are found:

"...Local government is not...limited to the narrow provision of a series of services to the local community, though we do not intend in any way to suggest that these services are not important. It has within its purview the overall economic, cultural and physical well-being of that community, and for this reason its decisions impinge with increasing frequency upon the individual lives of its citizens".

"Because of this overall responsibility and because of the interrelationship of problems in the environment within which it is set, the traditional departmental attitude within much of local government must give way to a wider-ranging corporate outlook. This corporate approach should be displayed not only within the authority itself but also in its



relations with other spheres of local government and with public bodies... The allocation of functions to the different local authorities and the freedom given to them to create organisations which are appropriate to local needs only serve to emphasise the need for close co-ordination at all levels for the benefit of the community".

"We believe that the need for a corporate approach is beyond dispute if local government is to be efficient and effective. We recognise that there are widely differing views on how it can be achieved, but it will not be sufficient merely for this principle to be recognised. A framework must be built in to the organisation of the various public services within which the idea can take root and develop".

"...It is important to remember that management is not an end in itself. Changes in management structure or process must be justified in terms of the benefit to the community, for in the last analysis it is to the community that local government is accountable. In the business world management relates to the maximization of profits; in local government management is about, and more important, for people"<sup>1</sup>.

Statements along this line were repeated in both the Maud and Mallaby committee reports on local government and its management when they were issued in Britain shortly before the Bain's Report. Similar statements will be found in the modern literature of most developed nations.

In Ontario, nearly all municipalities with more than a dozen staff members are divided into a series of departments. Each department will be organized to carry out a specific

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<sup>1</sup>Bains, M.A., et al., *The New Local Authorities, Management and Structure*, published by the Department of the Environment, Her Majesty's Stationery Office, London, 1972, pp. 6, 7.



function or process, such as roads, waterworks, data processing, budgeting and accounting, and so on. In many cases these departments operate completely separately from each other and, it has been said, in opposition to each other.

If it is valid to say the new thrust in local government is to the social and economic environment of the community it serves, it would seem necessary to have the structure of the municipal organization established in a way to see to this inter-action of forces. This structure would, then, also have to be one of inter-action, not independent action.



## MANAGEMENT AND PROFESSIONS

There is a total of 25 groups and associations listed under "professions" or "functions" in the 1976 Municipal Directory. Each of these bodies represents a specific type of work performed within local government. Each operates independently.

A major purpose of each association is to provide a forum for communication among the practitioners of which it is composed. Another is to encourage and assist members in achieving the aims and objectives of the group.

Most groups have a basic requirement for membership, usually based on the job held by the applicant, the educational background of the applicant, or a combination of job and education.

Most groups have established some type of professional development program, ranging from formal, long-term educational endeavours to seminars and conferences. Some groups require members to undertake professional development activities.

Interviews with municipal management staff throughout the Province have shown, with few exceptions, that in all but the smallest municipalities the lion's share of an individual's time goes into managing as opposed to work within the discipline or function for which he was specifically trained.



An examination of the activities of the various professional groups and associations shows, for the most part, that their seminars, conference topics, and even formal education programs, are based on the discipline or function, not on management of a municipality or even management within the discipline or function.

There are indications that these groups will move more directly toward management as part of their developmental activities. The Municipal Engineers Association, as a result of a study conducted by Lionel Feldman Consulting Ltd. and Urban Design Consultants, has embarked on a plan to incorporate management training. The Association of Municipal Clerks and Treasurers of Ontario is now examining its educational program. The topic of management is gaining in popularity as an item on the agenda of most associations.

It must be understood that these developments are taking place independently within the various groups. While it is recognized that management is a discipline which crosses through all other disciplines and that the same skills and tools are necessary for management within any functional or professional area, there is no association



or group which addresses overall municipal management, or which accepts management as a major element of its activities.<sup>1</sup>

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<sup>1</sup>The Ontario Municipal Administrators Association would most closely approach the area of overall municipal management but membership in this association is limited to those who are chief administrative officers. The Liaison Committee of the Professional Associations of Municipalities of Ontario (P.A.M.O.) is a body composed of representatives of the various professional groups and acts as a liaison organ for these groups, not as a sponsor for specific activities. P.A.M.O. was an originator of the idea which led to this study, and has supported the study throughout.



## CONCLUSIONS

1. The major functions of management in local government and, indeed, in other levels of government and private enterprise, are planning, organizing, staffing, directing, co-ordinating, reporting, and budgeting.
2. Within local government in Ontario these management functions are performed at the council level, the administrative level, or a combination of these levels.
3. In very small municipalities management is generally performed at the council level. As the size of the municipality increases, bringing with it an accompanying increase in volume and sophistication of work, more and more management responsibilities are found at the administrative level.
4. For any organization to function properly it is necessary that an individual or group of individuals be named or recognized as the point at which management is focussed.
5. The duties of staff members in large and small municipalities are so different they require separate approaches by educators, professional groups and associations, and other bodies such as the Province which have a direct involvement with local government.
6. Management is management. The same management responsibilities are found in all sizes and types of local governments, and in all departments within a local government. The volume and sophistication of work to be performed is the major criteria in deciding the sophistication of the management structure.



WHAT NEEDS TO BE DONE?

- Should each municipality identify the point at which its management is focussed and determine if this point most effectively meets the requirements of the municipality?
- Should each municipality attempt to identify the matters which differentiate between policy making and policy administration, in an effort to provide both council members and management staff with a more firm understanding of the role and duties of the two groups?
- Should the Province examine its legislation and communicating procedures to insure that these are in keeping with various types of management focus?
- Should professional bodies and associations recognize the differing approaches to management in large and small municipalities, and tailor their professional development activities to these differences?
- Should educators and groups involved in education for local government establish different programs for those involved in large and small municipalities?
- Should individual managers identify how their position relates to the point at which management is focussed and the extent to which management functions have been incorporated into their jobs, as one of the first steps in developing career or training and development goals?
- Should individuals determine how much of their time is spent managing and how much is spent within the discipline for which they were trained in order to direct their developmental activities toward the area which has the greater demand?
- Should municipalities determine how much of staff time is spent managing and how much performing work in disciplines or functional areas, as an aid in manpower planning and recruitment?





